

Downtown Congestion Task Force



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Dan Tangherlini

Director, District Department of Transportation

May 6, 2004



Study area



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Context



- Downtown accounts for about 30% of DC's economic output
- Already vibrant, with even more growth in the works



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Traffic congestion

- Congestion's effects felt locally and region-wide
- Downtown congestion data collection effort, summer 2004



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Why You?

- You represent:

- Residents

- Opinion Leaders

- Political Leaders

- Property Owners

- Consumers

- Planners

- Users

- Providers



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Prior studies and plans

- NCPC Federal Facility Security Task Force
- Downtown Circulator
- K Street transit-way
- Metro Matters
- Bicycle Master Plan



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Prior studies and plans

- Parking study
- Tour bus management
- Motor carrier management
- L Street study



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Prior studies and plans

- Examples of recommendations:
 - Extend loading zone parking restrictions to 11 a.m. in some commercial areas
 - Promote Union Station as a tour bus parking location and develop other peripheral lots
 - Use more market pricing mechanisms for on-street parking
 - Operate 8-car trains on Metrorail during peak periods
 - Ensure that all transportation project reviews address bicycle accommodation



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Current traffic management efforts

- Roadway Operations Patrol
- Signal Timing Optimization Project
- Transportation Systems Management
- CCTV and intersection detectors
- Work Zone Management
- Traffic Calming



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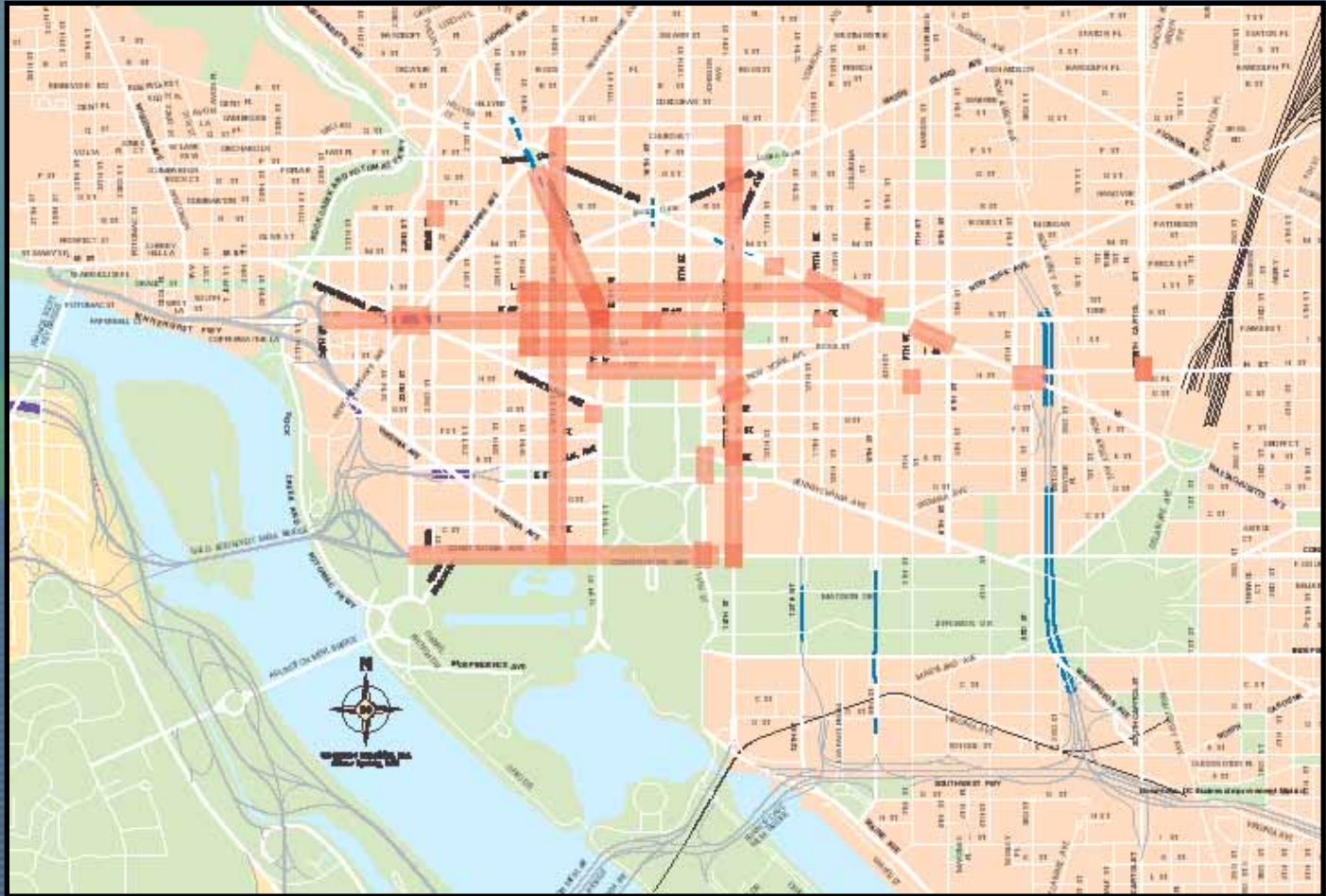
Survey results

- Near-unanimous view that congestion is an important issue
- Top areas mentioned for new strategies:
 - Public transit
 - Parking
 - Traffic signals
 - Loading/unloading



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Survey: perceived congestion



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Interview results

- Mixed views on severity of the problem
- Importance of transit, walking, and bicycling
- Strong and disparate opinions on pricing and parking strategies
- Traffic and parking enforcement



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So What Are We Going To Do?

- Best Practices
- Create Committees
- Develop a Strategy
- Initiate Change



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Today's speakers

- Todd Litman, VTPI: best practices
- Martin Richards: London congestion charging



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Congestion Management Best Practices

Todd Litman

Victoria Transport Policy Institute

May 6, 2004



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Downtown Transportation Issues



- Traffic congestion
- Parking problems
- Walking & cycling
- Intense sidewalk activity
- Transit
- Commute travel
- Tourist transport
- Consumer costs
- Equity issues
- Freight & service vehicles



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Multiple Impacts

<i>Objective</i>	Transit Improvement	Roadway Expansion	TDM Program
<i>Congestion</i>	Supports	Supports	Supports
<i>Mobility for Non-Drivers</i>	Supports		Supports
<i>Parking Cost</i>	Supports	Contradicts	Supports
<i>Traffic Safety</i>	Supports		Supports
<i>Energy / Pollution</i>	Supports		Supports



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Congestion

- *Traffic congestion* consists of incremental delay, driver stress, vehicle costs, crash risk and pollution resulting from interference between vehicles in the traffic stream.
- Congestion increases as a roadway system approaches its capacity.
- Each vehicle on a congested road system both imposed and bears congestion costs.



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Measuring congestion

Indicator	Comprehensive?
Roadway Level Of Service (LOS)	No
Travel Time Index	No
Percent Travel Time In Congestion	No if for vehicles; yes if for people
Annual Hours Of Delay	No if for vehicles; yes if for people
Per Capita Congestion Cost	Yes
Average Commute Travel Time	Yes



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Measuring congestion



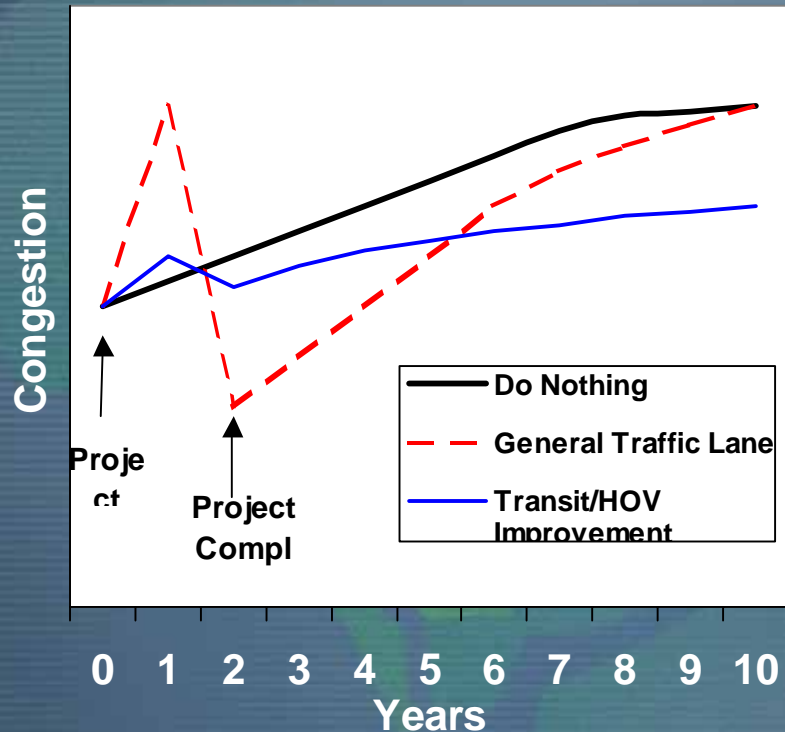
Washington, D.C. ranks:

- 2nd in the portion of peak-period vehicle travel that is congested.
- 4th in the travel time index.
- 6th in per capita congestion costs (which takes into account trips shifted to alternative mode).



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Short-term v long-term



- Adding a general traffic lane will increase congestion during the construction period, reduce congestion when the facility opens, but decline due to generated traffic.

- Grade separated transit and HOV systems provide relatively little congestion reduction during the short-term, but benefits increase over time as these modes become relatively attractive.



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Evaluation perspectives

	Transit Improvement	Roadway Expansion	TDM Program
<i>Roadway LOS</i>	Minimal benefits	Large short-term benefit	Moderate benefit
<i>Per Capita Congestion Cost</i>	Small short-term; larger long-term benefit	Modest short-term; small long-term benefit	Moderate benefit
<i>Comprehensive Analysis</i>	Moderate short-term; large long-term benefit	Modest short-term; negative long-term benefit	Large, multiple benefits



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Strategies

- *Parking*
- *Pricing*
- *Transit*
- *Traffic Management*
- *Freight*
- *Cross-cutting strategies*



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Parking management

- Manage existing parking supply more efficiently
 - Shared parking
 - Improved user information
- Examine underlying parking standards
 - Location-specific standards
 - Maximum v minimum standards



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Parking pricing

- Make the cost of providing parking explicit
 - Rent parking separately from housing and office space
 - Parking cash out
- Use convenient payment methods
 - Smart cards
 - Electronic meters
- Adjust pricing to reflect demand
 - Peak-period pricing



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Case study: Old Pasadena

- Established “Parking Meter Zone”
- Funded improved services with revenues
- Created a virtuous cycle
- Increased local sales tax revenues faster than in other shopping districts with lower parking fees
- Created a popular tourist center
- Nominated for Urban Land Institute’s “Awards for Excellence” award.



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Pricing

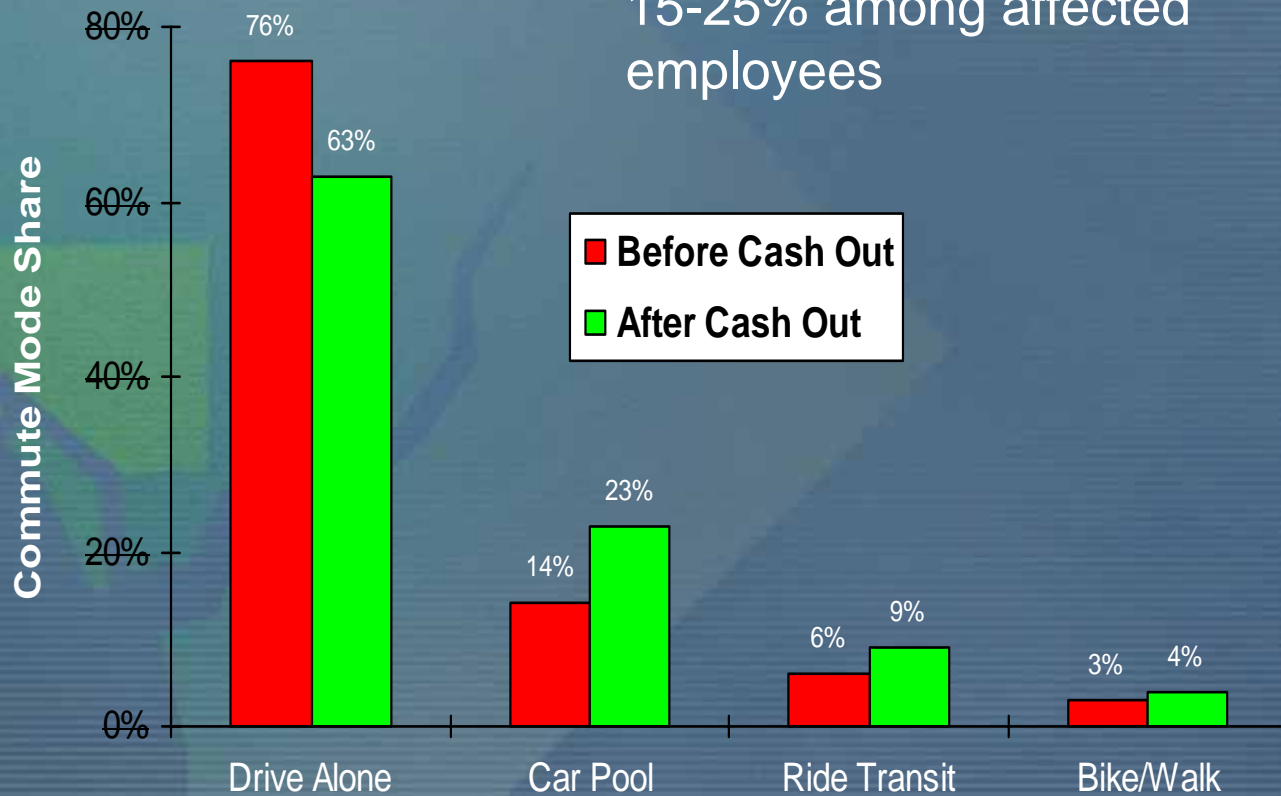
- Road Pricing
 - HOT lanes
 - Cordon charges
- Parking Pricing
 - Parking cash out
 - Taxation, fees
- Other Programs:
 - Pay-As-You-Drive Insurance
 - Location-Efficient Mortgages



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Parking cash out

Cashing out free parking typically reduced automobile commute trips 15-25% among affected employees



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Transit encouragement



What attracts discretionary riders?

- Convenient, fast, comfortable service
- Affordability
- Financial incentives
- Convenient access
- Marketing



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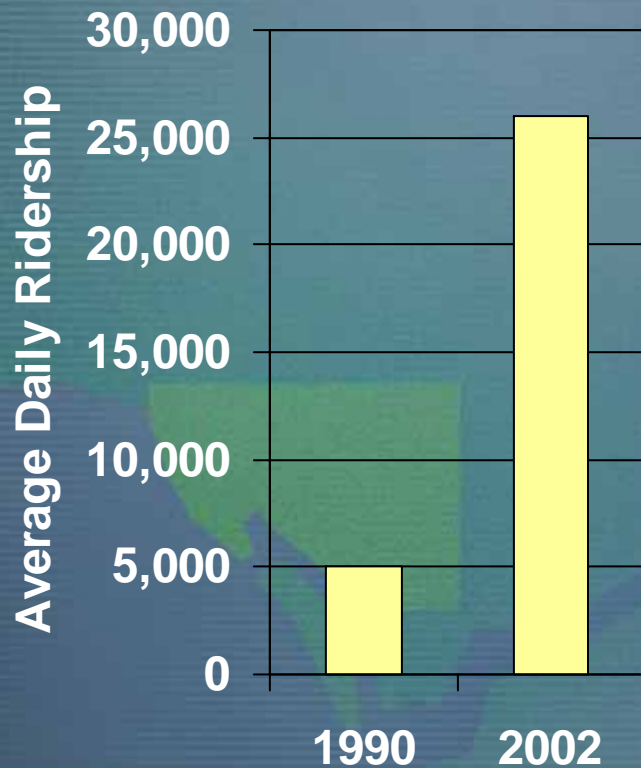
Transit improvements

- Service frequency, coverage, comfort, etc.
- Bus priority in traffic
- Better user information (maps, signs, Internet)
- Commute trip reduction programs
- Parking pricing, “cash out”
- Subsidized transit passes
- Clean, attractive stations, terminal and bus stops



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Case Study: “Go Boulder”



- City buses are attractive and fun to ride.
- Eco Pass Program
 - Employers
 - Neighborhood associations
 - Students
 - Guaranteed Ride Home
- Commute trip reduction programs
- Ridership increased by 500% over 12 years



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Freight Transport Management



- Manage the curbside
 - Restrict automobile parking in post AM peak and allow commercial loading/unloading
 - Have 1 commercial loading parking space per 100,000 sq. ft. of office and retail space
 - Increase fines for double parking
 - Only active loading zones on street
- Manage the roads
 - Preferred truck routes
 - Adjust delivery by time of day
- Work with all the stakeholders to develop and implement workable solutions



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Cross-cutting strategies

- Commute trip reduction (CTR) programs
- Campus transportation management
- Mobility management marketing
- Tourist transport
- Walking and cycling improvements
- Intelligent Transportation Systems (ITS)



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CTR Programs

- Encourage employees to use alternative transportation to work.
 - Ridesharing (car- and vanpooling)
 - Cycling
 - Walking
 - Transit

Employee Incentives

- Subsidized transit passes
- Parking cash out
- Preferential parking for ridesharing

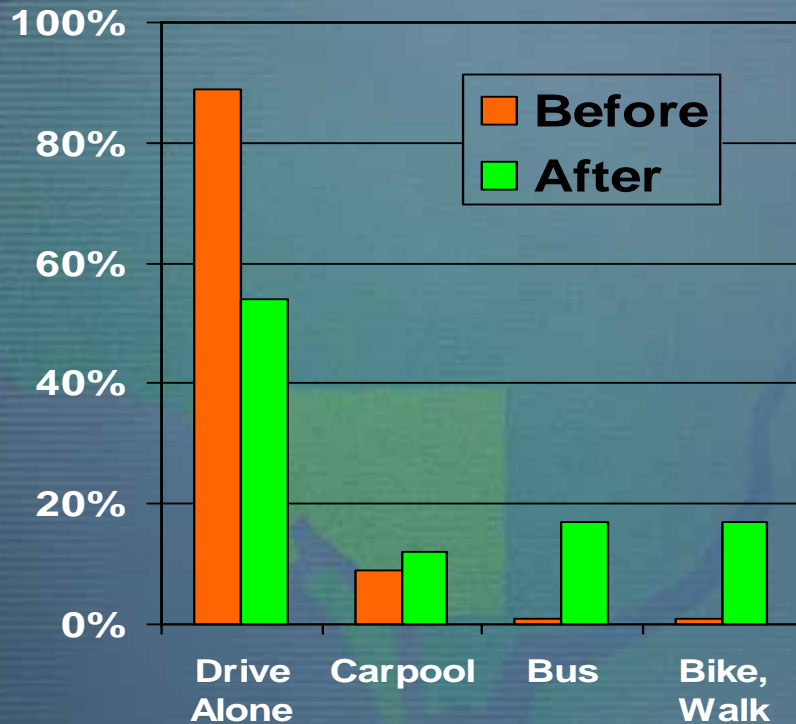
Employer Incentives

- Tax incentives
- Reduced costs on employee parking



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Case Study: CH2MHill

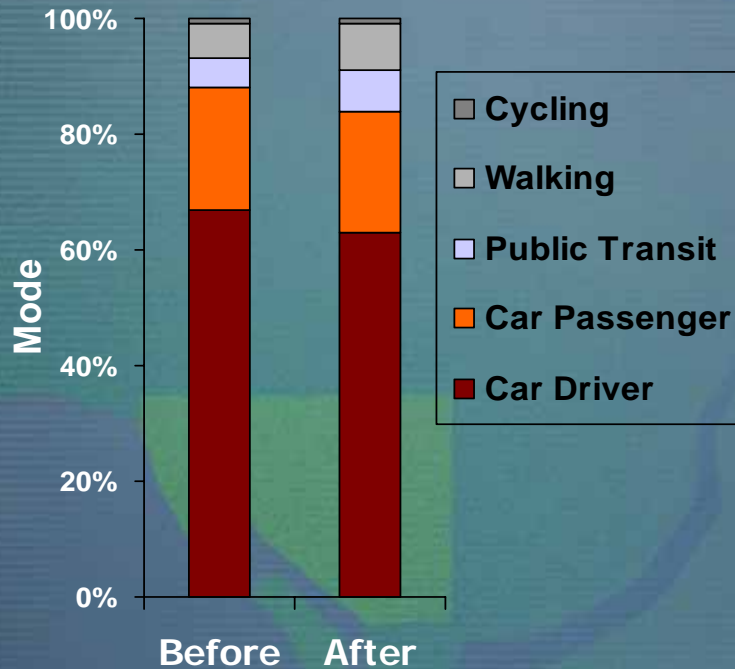


- Employees were offered free parking or \$40/month to walk, cycle, carpool, or take transit to work.
- Drive-alone rate declined from 89% to 54%.
- Parking problems disappeared, saving money overall.



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Mobility Management Marketing



- Targeted marketing
 - Inform residents of options
 - Encourage alternatives to driving
- Portland's TravelSmart Program
 - Personalized transit, rideshare, and cycling information
 - Trial transit and vanpooling
 - Reduced automobile trips by 9%



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Tourist Transport

- Improve user information (maps, brochures, signs, etc.)
- Manage tour buses
- Encourage transport diversity (walking, cycling, taxi, bus, etc.)
- Establish parking regulations that favor visitors and short-term users.
- Create an attractive streetscape and feeling of security.



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Walking and cycling

- Invest in sidewalks, crosswalks, paths, and bike lanes
- Calm traffic through design
- Provide bicycle parking and changing facilities
- Create programs to encourage safe walking and cycling



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Case Study: Hasselt, Belgium

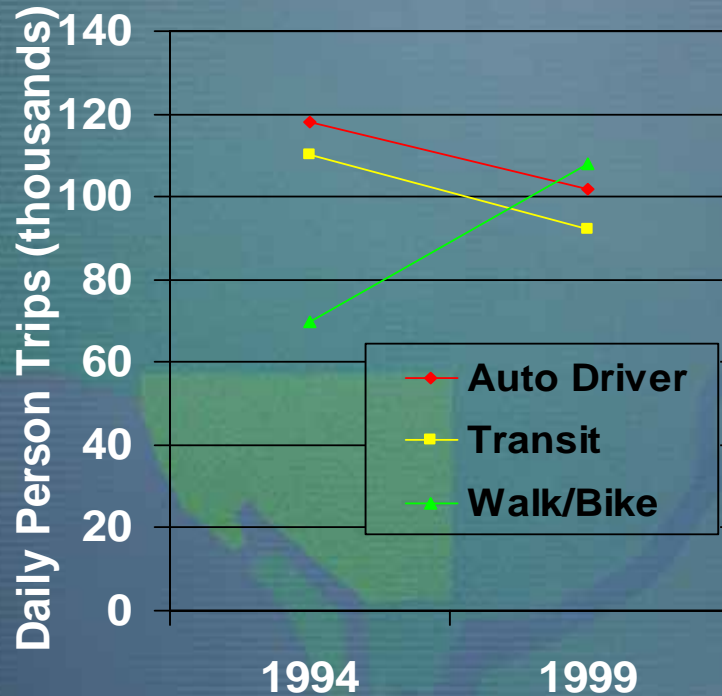


- 68,000 residents; 200,000 daily commuters into town
- Starting July 1997, bus service six times and fares were eliminated
- Walking conditions were improved
- Ridership increased 800%; from 40,000 trips/month to over 300,000
- The city became more attractive, population and business activity increased



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Case Study: Vancouver, BC



- Rapid population and business growth
 - Downtown person-trips increased by 35%
- “Living First” program established in response
- Transit and pedestrian improvement, parking management programs created
- Significant increases in walking, cycling and transit use; reduction in downtown vehicle trips



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Win-win solutions

“Win-Win” strategies: solutions to one problem that also help solve other problems facing society.

Ask:

“Which congestion-reduction strategy also reduces parking costs, saves consumers money, and improves mobility options for non-drivers?”



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Congestion Charging in London



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Martin Richards

May 6, 2004



The presentation

- The Central London Congestion Charging Scheme
- The Policy Background
- The First Year
- Pointers to the Future
- Key Lessons Learned
- Conclusion



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The Central London Congestion Charging Scheme

Introduced 17 February 2003

- £5.00 - \$9.00 - charge
- for being
 - on the public highway
 - within the charged area
 - during the charged period
 - 7am to 6.30pm, Monday to Friday
- for most motor vehicles



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The charged area within London



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8 sq miles – 1.3% of Greater London

The charged area



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Payment and enforcement

- Payment requires recording vehicle licence number
 - held on data base
 - checked against licence plates of vehicles observed within the charged area, using camera based Automatic Number Plate Recognition
- The identity of owners of vehicles for which no charge has been paid is obtained from national vehicle licence records



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How to pay?

- online, at www.cclondon.com
- by phone
- by mobile phone text messaging
- at retail outlets
- by self service machine
- by post
- by account, for fleet operators
- *by midnight on the day of travel*



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Enforcement

- Penalty for non-payment is £80 - \$145
 - cut for early payment
 - increased for late payment
- Charge enforced using
 - 203 fixed enforcement camera sites
 - on boundary of charged area
 - within charged area
 - 10 mobile patrol units



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Enforcement cameras



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Exemptions and discounts

- 90% discount for residents of charged area.
- Full exemptions for
 - Buses
 - Taxis
 - Emergency service vehicles
 - All mobility impaired with “Blue Badge”
 - Motor cycles
 - Low emission vehicles
 - Recovery vehicles
 - and some others.*



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The Greater London Authority Act 1999

- Created new regional government structure for London
- Provided for directly elected Executive Mayor
 - to be scrutinized by a directly elected London Assembly
- Created new transport authority – Transport for London
- Allowed for the introduction of
 - congestion charging
 - workplace parking levies



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Electing the Mayor of London

Ken Livingstone

- Labour Member of Parliament
- Rejected as Labour candidate
 - everything that Blair reviled about the...unelectable Labour Party of the past
- Stood as Independent
- Included congestion charging as key element of his Manifesto
- Elected by clear majority



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Ken Livingstone - Mayor of London

- Took up 4 year term of office on 1 July 2000
- Published first consultation document on congestion charging within first month
- Set a congestion charging “Go Live” target for early 2003



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The Mayor's Charging Objectives

- To achieve “noticeable”
 - reduction in traffic congestion
 - improvement in bus services within central London
- Using a system that
 - works efficiently
 - is accepted by Londoners
 - can be implemented on schedule
 - generates substantial net revenues so as to maintain London's position as a World City, and thus the strength of its economy
- And, above all, to be re-elected in 2004



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The Forecast Costs and Revenues

- September 2002, before Mayor's final "Go Live" decision
- Based on 8 years, 2000/2008
 - design and implementation
 - 5 years of operation
 - values are Net Present Values (NPVs)
- But, costs exclude
 - bus service improvements
 - additional net bus operating costs

Start Up Costs:	\$325 million
Operating Costs:	\$575 million
Charge Revenues:	\$1,240 million
Penalty Revenues	\$200 million
Net Revenues	\$540 million



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The start up

The central London Congestion Charging Scheme started as scheduled on 17 February 2003

- the start-up was very smooth
- traffic was low because
 - it was deliberately timed for the mid term school holidays
 - drivers stayed away
- the payment system worked well
 - despite poor publicity
- no significant civil disobedience



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A year (15 months!) on

- The Central London Congestion Charging Scheme has been operating
 - without significant operational difficulties
 - with general public acceptance



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A Year On - Transit

- Buses entering charged area, 7-10am, up by 23% (560 buses)
- Bus ridership, 7-10am, up by 38%
- “Excess Waiting Time” down 30%
- Bus speeds within charged area up by 6%
- Very small net transfer to Underground within and around charged area
- No measurable change on (National) commuter rail



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A Year On - Traffic

- Traffic Reductions
 - 18% reduction in traffic (4+ wheels) entering area
 - 27% reduction in charged vehicle classes
 - 33% reduction in cars
 - 15% reduction in traffic (4+ wheels) within area
 - 25% reduction in charged vehicle classes
 - 34% reduction in cars
- Traffic Increases
 - 22% increase in taxis
 - 21% increase in buses
 - 14% increase in motor cycles
 - 4% increase in traffic on Inner Ring Road
- “No evidence of systematic increases in traffic” on local roads outside charged area



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A Year On - People

- Of 65,000 car driver trips no longer made into charged area
 - 20-30% diverted around
 - 50-60% switch to bus & rail
 - 15-25% use walk, cycle, share car, don't make trip, travel outside charge time, go elsewhere, etc
- Shift in public opinion in favour of scheme
- **80% consider scheme effective**



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A Year On – The Economy

- Conflicting reports of effects on businesses
 - some evidence of adverse effects on retail
 - finance and business services sector positive
 - freight operators claim no net benefits, given costs of managing payments
 - overall 58% of businesses support the charge
- TfL estimate annual net benefits of \$90 million
- But, still too early to be sure of sustained economic impacts



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A Year On – Finances

Net Revenues are well down on forecast

- 2003/4: \$122 million excluding start up and bus costs
- 2004/5: expected to rise to \$145-180m
- Compared with \$235 million forecast in September 2002



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The Future – London

The Mayor has proposed

- extending the charged area to the west, to include most of Kensington & Chelsea
- migrating to more sophisticated technology if re-elected in June



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The Future – UK Government Policy

“You cannot build yourself out of the problem ...

I am convinced that unless we look at the possibility of road pricing, future generations will not forgive us.

If we don't start thinking about it now, we are going to face a situation where we will have very, very severe traffic congestion”

Alistair Darling, Transport Secretary

June 2003



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Some Key Lessons Learned

The evidence from London – and around the world – is that the introduction of a congestion charging regime requires:

- total commitment
- a sound legal framework
- a robust scheme
- adequate funding for implementation
- high quality project management
- rapid implementation
- public acceptance
- effective enforcement



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Finally

- Success is primarily due to the determination of the Mayor who was prepared to take major risks – political and technical - to pursue a policy that he believed was right
- The Mayor built – and was backed - by a professional team in whom he had confidence to manage the implementation of the plan, on schedule
- The Team had a “can do – will do” approach, seeing difficulties as challenges to be addressed rather than barriers to progress, and paid careful attention to detail



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Task Force Timeline and Committee Charters



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Timeline

- Kickoff Meeting: May 6, 2004
- Committee Meeting(s) to develop recommendations
- 2nd Meeting: July 21, 2004
- 3rd Meeting: September 22, 2004
- Public Meeting: October, 2004



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Committees

- Parking
- Traffic management
- Pricing
- Transit
- Motor carrier



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The process

- Committees will meet at least once between today and the next Task Force meeting
- Produce list of recommendations by July 1, 2004
- Task Force as a whole will review and discuss recommendations at 2nd full-group meeting



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Timeline

- 2nd Meeting: July 21, 2004
 - Presentation of 5 committees' recommendations
 - Break out session to prioritize strategies
 - Presentation of existing conditions including time delays on major streets
 - Presentation and overview of financing alternatives for congestion strategies



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Timeline

- 3rd Meeting: September 22, 2004
 - Presentation of final recommendations and the impacts of the strategies
 - Financing of the strategies
 - Discussion of implementation requirements



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Timeline

- Public Meeting: Presentation of Final Recommendations, October, 2004 Report of the Task Force
 - Solicit Feedback
 - Explanation of Next Steps
 - Highlight public participation opportunities in the implementation process (legislative, regulatory, administrative)



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Committees

- Parking
- Traffic management
- Pricing
- Transit
- Motor carrier



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Parking Committee

- Mission:
 - The Parking Committee will develop recommendations for reducing congestion and improving mobility in the downtown study area through parking-related strategies and initiatives.
- Co-Chairs:
 - Harold Brazil, Council of the District of Columbia
 - Marty Janis, Atlantic Services



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Traffic Management Committee

- Mission:
 - The Traffic Management Committee will develop recommendations for reducing congestion and improving mobility in the downtown study area through strategies and initiatives that focus on improving the movement of automobile, bicycle, and pedestrian traffic.
- Co-Chairs:
 - Carol Schwartz, Council of the District of Columbia
 - Bob Peck, Greater Washington Board of Trade



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Pricing Committee

- Mission:
 - The Pricing Committee will develop recommendations for reducing congestion and improving mobility in the downtown study area through strategies and initiatives incorporating some aspect of pricing.
- Co-Chairs:
 - Jack Evans, Council of the District of Columbia
 - Matt Klein, Akridge Company



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Transit Committee

- Mission:
 - The Transit Committee will develop recommendations for reducing congestion and improving mobility in the downtown study area through strategies and initiatives related to public transportation.
- Co-Chairs:
 - Jim Graham, Council of the District of Columbia
 - Richard Bradley, Downtown DC BID



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Motor Carrier Committee

- Mission:
 - The Motor Carrier Committee will develop recommendations for reducing congestion and improving mobility in the downtown study area that focus on improving the movement of freight and tour buses.
- Co-Chairs:
 - Sharon Ambrose, Council of the District of Columbia
 - William Mahorney, American Bus Association



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Today

- Committee discussion (~15 minutes)
 - Introductions of members and technical support
 - Review charter
 - Set first meeting date
 - Discuss questions and concerns about committee charter and deliverables
- Ask questions in whole group



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